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Fiscal Year 2018 Border Security Improvement Plan

December 21, 2018

Fiscal Year 2018 Report to Congress



Homeland
Security

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Message from the Secretary

December 21, 2018

I am pleased to submit the following report, "Fiscal Year 2018 Border Security Improvement Plan," which has been prepared by U.S. Customs and Border Protection (CBP).

This report was compiled pursuant to the legislative language set forth in the Fiscal Year (FY) 2018 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-141) and its accompanying Joint Explanatory Statement. The report provides a risk-based plan for improving security along the borders of the United States, including the use of personnel, fencing, other forms of tactical infrastructure, and technology.

Pursuant to congressional requirements, this report is being provided to the following Members of Congress:



The Honorable Kevin Yoder
Chairman, House Appropriations Subcommittee on Homeland Security

The Honorable Lucille Roybal-Allard
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable Shelley Moore Capito
Chairman, Senate Appropriations Subcommittee on Homeland Security

The Honorable Jon Tester
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

I would be pleased to respond to any questions you may have. Please do not hesitate to contact my office at (202) 282-8203.

Sincerely,

A handwritten signature in blue ink, appearing to read "Kirstjen Nielsen".

Kirstjen M. Nielsen
Secretary
U.S. Department of Homeland Security

Executive Summary

The 2018 Border Security Improvement Plan (BSIP) was developed pursuant to the language set forth in the FY 2018 DHS Appropriations Act (P.L. 115-141) and its accompanying Joint Explanatory Statement, which require the Secretary of Homeland Security to “submit to the Committees on Appropriations of the Senate and the House of Representatives a risk-based plan for improving security along the borders of the United States, including the use of personnel, fencing, other forms of tactical infrastructure, and technology.”

The 2018 BSIP builds upon the framework established in the 2017 BSIP. The 2017 BSIP was developed by CBP and signed by Secretary Kirstjen M. Nielsen on January 4, 2018. It was created pursuant to the legislative language set forth in the FY 2017 DHS Appropriations Act (P.L. 115-31). The 2017 BSIP created a framework for CBP to analyze and prioritize initiatives to improve border security. This framework is based on three fundamental goals and their associated objectives:

Goal 1: Enhance understanding of border threats and risks	Goal 2: Strengthen enforcement operations at the border	Goal 3: Lead a resilient network of border enforcement capabilities
<ul style="list-style-type: none">• Objective 1: Increase situational awareness• Objective 2: Advance risk management in decision making• Objective 3: Identify and counter criminal and terrorist organizations and networks	<ul style="list-style-type: none">• Objective 1: Expand operational readiness• Objective 2: Enhance impedance and denial of illegal border crossings• Objective 3: Ensure agility for appropriate and timely law enforcement responses	<ul style="list-style-type: none">• Objective 1: Expand information and intelligence sharing partnerships• Objective 2: Increase ability to address border security risks as early as possible• Objective 3: Strengthen coordinated border enforcement globally

Ultimately, security of our national borders is a national security issue that is among the most vital elements of the Nation’s economic and physical well-being. CBP is the leading law enforcement agency responsible for border security. CBP recognizes that actions taken pursuant to the 2017 BSIP and other border security-related plans have an impact on the effectiveness of the tactics, techniques, and procedures used by our adversaries in attacking our borders. Thus, CBP will use the framework established in the 2017 BSIP to enhance continuously its approach to border security, addressing the constantly evolving threats and challenges of the border environment.

CBP's comprehensive and agile approach to delivering the highest level of border security is built around the three foundational elements of border security:

- Knowing what is happening in the border environment,
- Having the ability to act or respond to that knowledge, and
- Cultivating partnerships that enhance knowledge and the ability to act.

CBP will use these foundational elements, analysis of the ever-changing information on the border threat landscape, and a framework of goals and objectives to refine and optimize continuously its investment strategies.



Fiscal Year 2018 Border Security Improvement Plan

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I. Legislative Language

This document was compiled pursuant to legislative language set forth in the Fiscal Year (FY) 2018 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-141) and its accompanying Joint Explanatory Statement.

P.L. 115-141 states:

SEC. 231. (a) Not later than 180 days after the date of the enactment of this Act, the Secretary shall submit to the Committees on Appropriations of the Senate and the House of Representatives a risk-based plan for improving security along the borders of the United States, including the use of personnel, fencing, other forms of tactical infrastructure, and technology, to include—

- (1) A statement of goals, objectives, activities, and milestones for the plan.
- (2) A detailed implementation schedule for the plan with estimates for the planned obligation of funds for fiscal years 2019 through 2027 that are linked to the milestone-based delivery of specific—
 - (A) capabilities and services;
 - (B) mission benefits and outcomes;
 - (C) program management capabilities; and
 - (D) lifecycle cost estimates.
- (3) A description of the manner in which specific projects under the plan will enhance border security goals and objectives and address the highest priority border security needs.
- (4) An identification of the planned locations, quantities, and types of resources, such as fencing, other physical barriers, or other tactical infrastructure and technology, under the plan.
- (5) A description of the methodology and analyses used to select specific resources for deployment to particular locations under the plan that includes—
 - (A) analyses of alternatives, including comparative costs and benefits;
 - (B) an assessment of effects on communities and property owners near areas of infrastructure deployment; and
 - (C) a description of other factors critical to the decision making process.
- (6) An identification of staffing requirements under the plan, including full-time equivalents, contractors, and detailed personnel, by activity.
- (7) A description of performance metrics for the plan for assessing and reporting on the contributions of border security capabilities realized from current and future investments.
- (8) A description of the status of the actions of the Department of Homeland Security to address open recommendations by the Office of Inspector General and the Government Accountability Office relating to border security, including

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plans, schedules, and associated milestones for fully addressing such recommendations.

(9) A plan to consult State and local elected officials on the eminent domain and construction process relating to physical barriers;

(10) An analysis, following consultation with the Secretary of the Interior and the Administrator of the Environmental Protection Agency, of the environmental impacts, including on H. R. 1625—271 wildlife, of the construction and placement of physical barriers planned along the Southwest border, including in the Santa Ana National Wildlife Refuge; and

(11) Certifications by the Under Secretary of Homeland Security for Management, that—

(A) the plan has been reviewed and approved in accordance with an acquisition review management process that complies with capital planning and investment control and review requirements established by the Office of Management and Budget, including as provided in Circular A-11, part 7; and

(B) all activities under the plan comply with Federal acquisition rules, requirements, guidelines, and practices.

(b) The Secretary shall concurrently submit the plan required in subsection (a) to the Comptroller General of the United States, who shall evaluate the plan and report to the Committees on Appropriations of the Senate and the House of Representatives on the strengths and weaknesses of such plan not later than 120 days after receiving such plan.

The Joint Explanatory Statement includes the following:

Sec. 231. A new provision is included requiring the Secretary to submit a risk-based plan for improving security along the borders of the United States.

For Official Use Only (FOUO) Classification

Pursuant to DHS Management Directive 11042.1, Safeguarding Sensitive but Unclassified (For Official Use Only) Information, this report in its entirety is classified FOUO because it aligns with exemption (a): “Information of the type that may be exempt from disclosure per 5 U.S.C. § 552, Freedom of Information Act, and its amendments” and exemption (b): “Information exempt from disclosure per 5 U.S.C. § 552a, Privacy Act” of the Directive.

II. Background

A. Border Security

Securing America's borders is an essential element to promoting economic prosperity and physical security for our citizens. Our borders present unique challenges because the border is a complex environment with a diverse array of constantly and rapidly evolving threats. Some of these threats and challenges include terrorism, transnational crime, illegal immigration, counterfeit and unsafe goods, agricultural pests and diseases, narcotics smuggling, human trafficking, and the outbound transfer of prohibited weapons and illicit bulk currency.

Security of our Nation's borders is a critical mission for DHS, and it is a mission based on three foundational elements:

- Knowing what is happening in the border environment,
- Having the ability to act or respond to that knowledge, and
- Cultivating partnerships that enhance knowledge and the ability to act.

These three elements form the foundation of all strategies and activities across the Department's Border Security Enterprise. Increasing our capabilities and capacity in these three areas improves DHS's security posture along our borders.

1. DHS Border Security Enterprise

DHS leads a broad network of border security capabilities across the Federal Government and beyond. Security of our borders cannot be managed as a finite perimeter, but must include a system of layers of security that start beyond our borders and extend to the interior of the United States. The array of border security capabilities employed by DHS and our federal, state, local, tribal, and international partners enables a holistic approach to preventing the illegal entry of people, drugs, and goods across the Southern Border, Northern Border, and the maritime approaches to our shores.

The following are some of the major capabilities and activities employed by DHS in its layered approach to border security:

International Engagement: Effective border security begins in source and transit countries. Substantial, sustained success requires cooperation with federal partners, foreign governments, and other international partners to prevent illegal pathways and networks that fuel violence and corruption. Building cooperative and mutually beneficial security relationships also will facilitate the legitimate flow of people and goods. Working with the U.S. Department of State (DOS)—which leads U.S. international engagement—DHS supports U.S. efforts to promote

source country economic development and political stability, to negotiate agreements to achieve joint policy goals, and to issue visas for eligible applicants who seek a lawful pathway for entry into the United States, among other activities. This international engagement includes law enforcement capacity development in both source and transit countries.

Throughout the world, and particularly in the Western Hemisphere, DHS implements:

- training courses;
- capacity-building programs;
- information-sharing activities;
- joint operations with partners in law enforcement, aviation security, customs regulation, border enforcement, cybersecurity, and countering violent extremism; and
- humanitarian support related to mass migrations, trafficking in persons, and emergency response.

Additionally, DOS and DHS jointly strive to negotiate removal agreements, necessary for the repatriation of aliens subject to final removal orders, from both willing and recalcitrant source countries. In fact, DOS has granted DHS authority to enter into agreements with other nations as the Department seeks improved operational integration and coordinated interdiction of illicit drug smuggling and other illegal activities.

Transnational Criminal Organization (TCO) Dismantlement: Reducing transnational organized crime and associated illegal activities are key elements of the plan to improve border security. TCOs vary widely in their size and nature; ranging from large, diversified cartels, such as the Sinaloa Cartel, to small, specialized organizations focused on a specific area or function.

Specific types of TCOs include drug trafficking organizations (DTO) and alien smuggling organizations (ASO). DTOs are typically large, complex organizations with highly defined command and control structures that produce, transport, and distribute large quantities of one or more drugs. ASOs, in contrast, are typically smaller organizations that operate separately or independently from, but under the jurisdiction of, larger TCOs controlling specific territories.

Countering these TCOs is a national security priority for the Administration, and a major focus of DHS's efforts to improve border security. Working with its partners, (b) (7)(E)

(b) (7)(E)

Border Enforcement: DHS apprehends or arrests potentially removable aliens, criminals, and suspected terrorists and interdicts dangerous and illicit goods while facilitating lawful trade and travel. The Southern Border and approaches and the Northern Border are vast and encompass diverse geographic regions cutting across domains, jurisdictions, international boundaries, and enforcement activities. Given this complex environment, direct enforcement of U.S. laws is

challenging and requires cooperation from a wide range of federal agencies and international partners, as well as support from state and local law enforcement partners. Law enforcement activities within the Southern Border and approaches and the Northern Border are the foundation of border security and represent the largest investment of DHS resources. U.S. Customs and Border Protection (CBP), U.S. Coast Guard, and U.S. Immigration and Customs Enforcement (ICE) are the primary law enforcement agencies responsible for border enforcement.

Consequence Delivery System: Under Section 8 of the U.S. Code, it remains a crime to enter into the United States at a location other than a designated port of entry (POE). Border security requires imposing consequences on illegal border crossers, traffickers, and smugglers, along with timely adjudication of applications for relief. (b) (7)(E)

(b) (7)(E)

(b) (7)(E) In addition to imposing administrative consequences (removal), criminal consequences such as federal prosecution are also necessary to deter repeat offenders from continued illegal entry attempts. Apprehended illegal aliens may apply for lawful immigration benefits (asylum or other forms of relief, including protection from removal), but these applications must be adjudicated thoroughly to ensure that benefits are granted only to those who meet legal eligibility standards, while preventing the exploitation of immigration benefits by those who seek entry through fraud and deception.

Working with its partners, DHS imposes a range of consequences on aliens arrested for attempting illegal entry across our borders. The systematic delivery of consequences is most developed in the land domain between POEs through the U.S. Border Patrol (USBP) Consequence Delivery System. Although these consequences involve border apprehensions by DHS, the application of these consequences relies both on DHS and Federal Government partners at the U.S. Department of Justice, including the Executive Office for U.S. Attorneys, the U.S. Marshals Service, the Executive Office for Immigration Review, and the Federal Bureau of Prisons.

Interior Enforcement: Resilient border security also relies heavily on DHS's ability to enforce immigration laws within the interior of the United States. Effective interior enforcement must eliminate the expected benefit of illegally entering, or illegally remaining longer than permitted, in the United States, which, in turn, will deter other aliens from attempting to enter the United States illegally or from overstaying their authorized period of stay. The motivation of these illegal aliens varies and include higher wages, family reunification, quality of life, and criminal gain. Furthermore, some illegal aliens are able to illegally gain employment without verification of employment eligibility by employers, or by presenting fraudulent documents to employers who comply with the Immigration and Nationality Act requirements.

ICE is the primary law enforcement agency engaged in a wide range of interior enforcement activities to counter and deter illegal immigration to the United States. ICE identifies, arrests,

detains, and removes, from the interior, aliens who either overstayed or entered the country illegally. Specific activities include worksite enforcement; identification and removal of incarcerated criminal aliens; criminal and gang investigations; and partnerships with state and local law enforcement through programs such as 287(g) and Secure Communities. Holding employers accountable for employment eligibility verification is another important, effective element of reducing the incentive to cross our borders illegally.

This document will focus on the efforts of CBP, within this broader context, to enforce the Nation's laws and regulations and to ensure secure control of our Nation's borders, both between and at the POEs.

2. U.S. Customs and Border Protection

CBP is the leading law enforcement agency responsible for border security. In this role, CBP manages approximately 6,000 miles of land border and 95,000 miles of shoreline, while also preventing the illegal movement of people and contraband crossing into U.S. airspace. CBP is also responsible for managing the flow of lawful trade and travel through 328 air, land, and maritime POEs.

CBP Mission Statement

To safeguard America's borders thereby protecting the public from dangerous people and materials while enhancing the Nation's global economic competitiveness by enabling legitimate trade and travel.

CBP Vision Statement

To serve as the premier law enforcement agency enhancing the Nation's safety, security, and prosperity through collaboration, innovation, and integration.

Border security is one of CBP's primary missions and is a priority of the highest order. CBP's experience has shown that effective border security must employ an optimized resource allocation strategy that leverages the capabilities of multiple tools, material resources, and people. CBP constantly seeks to enhance its ability to address the three foundational elements of achieving border security: knowledge of the border environment; ability to act on that knowledge; and partnerships that increase knowledge or strengthen action.

CBP increases its knowledge of the border environment through several means, including, but not limited to: information sharing with law enforcement partners, use of advance information to

identify high-risk passengers and cargo, observation by personnel in border regions, sensor technology, infrastructure, tactical/strategic communications, and intelligence.

Personnel are the primary resource needed to secure our borders, but the ability to respond effectively can be improved through other resources such as: timely, actionable, and relevant intelligence; targeting and analytical systems; biometric identification technology; wall and other physical barriers; border access roads; sensor technology; aircraft, boats, and various types of vehicles; and modern tactical communications infrastructure. Impediment and denial barriers, such as walls and other tactical infrastructure, are essential components of CBP's tactical response along the border; such barriers simultaneously block illegal entry into the United States while also channeling those who would attempt illegal entry into areas where agents can apprehend, detain, and remove them more easily.

Although walls and other tactical infrastructure are the cornerstone of an effective border security strategy, [REDACTED] (b) (7)(E) [REDACTED] provide agents with additional critical knowledge of the movement of illegal persons and goods. [REDACTED] (b) (7)(E) [REDACTED]

(b) (7)(E)
(b) (7)(E)

A personnel-only approach to border security is generally cost-prohibitive when compared with more thorough, integrated designs that augment personnel with infrastructure, technology, and other resources. That said, the hiring of additional Border Patrol Agents (BPA) to support response and resolution remains a critical capability for CBP. Likewise, an approach that is overly reliant on technology dramatically reduces the ability of agents to impede and interdict the entrance of illegal border crossers into the United States effectively. [REDACTED] (b) (7)(E)

[REDACTED] (b) (7)(E) In all, then, it is only through the effective utilization of a border security system comprising physical barriers, increased personnel, improved infrastructure, and cutting-edge technology that border security can be realized.

3. Border Security Challenges and Opportunities

The constantly evolving and shifting threats and challenges in the border environment require CBP to maintain a level of adaptability that allows the agency to employ the correct mix of tools, resources, and techniques to secure our borders effectively. CBP's experience has shown that actions taken along the border invariably will generate a reaction from those looking for gaps and seams in our security. [REDACTED] (b) (7)(E)

(b) (7)(E)

This action-reaction effect will continue to occur, driving changes to the operating environment. Additionally, new threats and challenges will appear when technological advances, geopolitical changes, economic crises, and other factors affect the international community.

A combination of infrastructure, legislative, and partnership solutions are required to address these dynamic challenges. First, continued investment in a border wall system is essential as it provides agents with the ability to impede and/or deny attempted illegal entries while creating additional time to carry out a law enforcement resolution. [REDACTED] (b) (7)(E)

(b) (7)(E)

The construction of both new and replacement wall system that incorporates complementary technology and roads is a critical component of USBP's pursuit of operational control of the Southwest Border (SWB).

In addition, CBP remains committed to working with U.S. government partner agencies as well as with the governments of Mexico, Honduras, Guatemala, and El Salvador in identifying and addressing the "pull" factors that encourage people from these countries to enter the United States illegally. While the opportunity to improve their lives is certainly a draw, legal loopholes like those found in the *Flores Settlement Agreement* also encourage individuals to make the dangerous trek from Central America and Mexico into the United States. As such, CBP welcomes the opportunity to work with Congressional leadership to develop legislative fixes to enable the modernization of the Nation's immigration system.

Operational Control

On January 25, 2017, the President issued Executive Order 13767, *Border Security and Immigration Enforcement Improvements*, directing DHS to take steps to achieve complete operational control (OPCON) of the Southern Border. It requires CBP to have effective capabilities to predict, detect, identify, classify, track, respond, and resolve illegal border crossings. To meet these requirements, CBP deploys air, land, and marine assets to patrol and secure U.S. border areas. Executive Order 13767 also set as policy that a physical barrier shall be constructed on the Southern Border, infrastructure that has proven to have a profound positive impact on operational control of the border. Therefore, CBP is pursuing investments in border walls, barriers, and sophisticated detection and intervention systems that enable CBP to reduce the use of terrain for illegal cross-border activity. These assets and systems also allow CBP to develop and sustain situational awareness of threats and associated risks, which is enhanced further by information and intelligence-sharing partnerships. CBP's approach is designed to be nimble, threat-based, and intelligence-driven, allowing threats to be identified as early as possible, responses to be targeted, and resources to be deployed optimally in response to those threats and to counter illegal actions in the border environment.

DHS is developing an OPCON strategy, which will describe CBP's current OPCON of the border and how CBP will achieve full OPCON in support of Executive Order 13767.

Impact of Impedance and Denial

CBP explains some of these historical examples in Section IV: Evolving and Maturing Border Investment Strategy and Appendix B: Impedance & Denial Report in the 2017 Border Security Improvement Plan (BSIP). Section IV notes that “from about 2002 to 2008, the USBP doubled in size and investments were made in more than 600 miles of new physical barriers … as a result of investment in physical barriers, the highest risk areas were covered with barriers tailored to meet the needs of those areas as understood at the time.”¹ This section notes that this initial investment in barriers and infrastructure was predominantly from El Paso to the West, which was the highest risk region at the time. It also notes that there was [REDACTED] (b) (7)(E)

[REDACTED] (b) (7)(E) which is now “CBP’s area of highest activity, and is therefore a priority focus area for current investment strategies.”² Appendix B from the 2017 BSIP confirms that the deployment of Impedance & Denial capabilities along the Southern Border forced some threats to “shift from areas where border walls are deployed to target areas with limited or no border walls.”³



Figure 1: Border barrier deployment 2002-2008

Although CBP’s investment strategies are tailored to the current understanding of the threat, they “also recognize that our adversaries will seek to find ways to breach the border over, under, through, or around a wall.”⁴ Thus, CBP takes a proactive posture in its planning and future-year

¹ 2017 BSIP, Section IV, p. 21

² BSIP, Section IV, p. 22

³ BSIP, Appendix B: Impedance & Denial Report, p. 119

⁴ BSIP, Section IV, p. 23

resource decisions to anticipate changes in border threats based on any actions that CBP currently is taking along the border. For example, the type of barriers depicted in Figure 1 includes “legacy” fencing (shown as purple, light blue, or pink) or vehicle barrier (shown as orange). These types of barriers are not as capable or effective as modern pedestrian walls. Therefore, CBP’s investment strategy contemplates replacements or upgrades in these areas, as dictated by the evolving threat.

CBP investments in technology, border wall, and law enforcement personnel have been successful in increasing border security and contributing to OPCON of the border. Arizona serves as a good example. Prior to the investments of the past decade, the USBP [REDACTED] (b) (7)(E)

(b) (7)(E)

CBP’s investment strategy anticipates that while a border wall impedes the progress of illegal entries, it also recognizes that our adversaries will try to find alternative, more challenging and less advantageous methods to breach the border, despite the increased presence of walls and other barriers. CBP will [REDACTED] (b) (7)(E)

(b) (7)(E)

[REDACTED] Consistent, informed situational

awareness coupled with appropriate addition or enhancement of border roads for access and mobility enable USBP to respond appropriately to any breach or other illegal cross-border activity, including [REDACTED] (b) (7)(E)

As

CBP tightens the security posture between the POEs, it anticipates [REDACTED] (b) (7)(E)

(b) (7)(E)

Opioids, Narcotics, and Illegal Drugs

The growing epidemic of opioid misuse and abuse, combined with the prevalence of illicit opioids in the United States, is wreaking havoc in communities across the country. Drug overdoses are now the leading cause of accidental death in America. Almost one-third of these overdose deaths involved a synthetic opioid other than methadone, such as fentanyl and its analogues.⁵

Most of the illicit opioids in the United States are smuggled across the SWB or through international mail and express consignment hubs. Mexico has become the primary source of

⁵ Provisional Counts of Drug Overdose Deaths, The Centers for Disease Control and Prevention’s National Center for Health Statistics, as of 8/6/2017. Note: Provisional overdose death counts for 2016-2017 are based on data available for analysis as of the date specified. Provisional counts may be incomplete, and causes of death may be pending investigation.

heroin in the United States because of the increasing cultivation of poppies, as well as geographic proximity. Meanwhile, most of the illicit fentanyl, which is a very dangerous synthetic opioid, is coming into the United States after production in clandestine labs in China.

As noted in Figure 2 below, the CBP Office of Field Operations (OFO) fentanyl seizures increased 159 percent from FYs 2016 to 2017. (b) (7)(E)

(b) (7)(E)

Mode of Transport	OFO Fentanyl Seizures (Kgs) by Mode				%Change (Kgs)
	FY 2016	FY 2017	Total Incidents	Total Incidents	
Weight (Kgs)	Weight (Kgs)				
POV - Land	145.92	323.69	14	52	122%
Other - Land	25.42	63.49	6	13	150%
Express Consignment	21.42	108.88	40	118	408%
Mail	15.33	42.93	51	227	180%
Air (Other)	0.15	0.38	5	2	153%
TOTAL	208.25	539.58	116	412	159%

Figure 2: CBP Fentanyl Seizures⁶

CBP's efforts to combat this epidemic follow a multi-tiered approach that leverages partnerships, shared information, and resources to disrupt the supply chain and reduce the proliferation of these dangerous drugs.

Northern Border

In 2017, DHS conducted an assessment of Northern Border security and concluded that, although the Northern Border remains an area of limited threat in comparison to the Southern Border, safeguarding and securing the Northern Border presents unique challenges.⁷ The movement of illicit drugs as well as TCO activity are the two most common threats along the U.S.-Canadian border. (b) (7)(E)

(b) (7)(E)

⁶ Note: USBP did not track fentanyl seizures until July 2016. From July 7, 2016 – September 30, 2016, USBP seized 104.54 pounds of fentanyl. From October 1, 2016 – June 30, 2017, USBP seized 76.05 pounds of fentanyl.

⁷ DHS Northern Border Threat Analysis Report

https://www.dhs.gov/sites/default/files/publications/17_0731_Public_Summary_NBSRA_0.pdf

(b) (7)(E)

The United States and Canada have a shared history of economic and security interests that require DHS to collaborate with the Canadian government, as well as with other federal, state, local, and tribal (FSLT) partners, in addressing these threats. Given the strong ties between the United States and Canada, facilitating lawful trade and travel is also of utmost importance to this relationship.

The DHS Northern Border Strategy was issued on June 12, 2018. The Strategy outlines three goals for DHS's mission along the U.S.-Canadian border:

- Goal 1: Enhance Border Security Operations
- Goal 2: Facilitate and Safeguard Lawful Trade and Travel
- Goal 3: Promote Cross-border Resilience

The border security elements of the Northern Border Strategy are built on the three foundations of border security described earlier in this report: knowledge of the border environment, the ability to respond to that knowledge, and partnerships that expand knowledge or enhance response capabilities. The Northern Border Strategy is focused heavily on increasing DHS's access to timely and actionable information and intelligence. This involves significant partnerships with FSLT, and international partners ultimately to develop a common understanding of the threat environment.

DHS also is seeking to

(b) (7)(E)

(b) (7)(E)

(b) (7)(E)Finally, there are numerous law enforcement agencies with the ability to conduct security operations along the Northern Border. Integrating these capabilities through joint operations and task forces will strengthen DHS's ability to identify, interdict, investigate, and disrupt illicit cross-border activities.

The intent of the DHS Northern Border Strategy is to provide guidance and to direct actions that will improve DHS's ability to safeguard the Northern Border against terrorist and criminal threats, facilitate the flow of lawful cross-border trade and travel, and strengthen cross-border community resilience. The Strategy and its corresponding Implementation Plan will be used to identify gaps in DHS's Northern Border capabilities that can be addressed in order to achieve the Strategy's specified outcomes over 5 years, beginning in FY 2020.

⁸ DHS Northern Border Strategy, June 12, 2018, p. 11

Trade and Travel

CBP and ICE are unique federal law enforcement agencies because of their dual roles of securing U.S. borders while also facilitating international trade and travel. CBP seeks to intercept risks and potential threats at the earliest possible moment in the trade and travel process, beginning with a review of advance information. Prior to departure or entry, CBP uses a wide array of data sources, including advance information submitted by travelers and traders, to build risk assessments for travelers, cargo shipments, and supply chains. When advance targeting indicates that a person or shipment potentially may be high-risk, CBP can employ enforcement actions either prior to departure from the foreign port of origin or upon arrival at a particular POE. Enforcement actions by CBP then are coordinated with ICE for further investigation.

In addition, CBP partners with the business community to develop innovative approaches to cargo supply chain security. One approach that resulted from this collaboration is the Customs-Trade Partnership Against Terrorism (CTPAT). CTPAT is a voluntary, government-business initiative that protects the United States against acts of terrorism. This is achieved by improving the security of cargo entering and exiting the United States through rigorous security reviews of international supply chains and onsite visits of foreign suppliers that load and transport U.S. cargo. It began with seven importer companies, and since has expanded to include more than 11,000 companies from nearly every entity type to transport cargo in and out of the United States.

CBP must balance its security mission with its mission to facilitate lawful trade and travel. Facilitating trade protects the Nation's economy, promotes job growth, and helps the U.S. private sector to remain competitive. Facilitating trade and travel uses many of the same tools and techniques as securing trade and travel, both of which rely heavily upon getting information as early as possible. Cultivating relationships with the private sector and collaborating with other DHS components, and federal agencies and departments—such as the U.S. Coast Guard, ICE, U.S. Department of Health and Human Services (HHS), Consumer Product Safety Commission, and U.S. Department of Agriculture—and with foreign governments, increases the information available to CBP for making intelligence-driven, risk-based decisions. Increased and improved information allows CBP to identify low-risk passengers better and shipments faster and more accurately, expanding their efficient movement better through the import or travel process. Meanwhile, it also identifies the portion of the travelling public and American supply chain that genuinely poses a threat to U.S. national and economic security.

4. Border Security Improvement Plan

This document has been prepared to respond to the requirements specified in legislative language, as follows:

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- Section III provides the goals, objectives, and activities as required by subparagraph (1) of the legislative language.
- Read in concert with the 2017 BSIP, Section IV identifies specific border security initiatives and investments in response to subparagraphs (2) through (4) and subparagraph (6) of the legislative language.
- Section V describes the performance metrics used to assess and report on the contributions of border security capabilities realized from current and future investments, as required by subparagraph (7) of the legislative language.
- Section VI addresses consultation requirements and environmental impacts of planned physical barriers along the southwest border, as required by subparagraphs (9) and (10) of the legislative language.
- Section VII includes appendices, including a description of the status of open U.S. Government Accountability Office and Office of the Inspector General recommendations, as required by subparagraph (8) of the legislative language.

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III. Border Security Improvement Goals and Objectives

The goals and objectives that follow were articulated originally in the 2017 BSIP. They build on CBP's Vision & Strategy 2020 and are consistent with strategic guidance from the White House and DHS. These goals and objectives create a framework for CBP to analyze and prioritize strategies and investments that will strengthen CBP's ability to achieve high levels of borders security.

A. Goal 1: Enhance understanding of border threats and risks

Objective 1: Increase situational awareness Intended Outcome: Increase CBP's ability to <i>see</i> what is happening in the border environment, to <i>understand</i> what is seen, and to <i>predict</i> what is going to happen in the near future and to better prepare CBP for an appropriate law enforcement response.		
Key Capabilities: <ul style="list-style-type: none">• Domain awareness• Analysis• Risk assessment• Screening and scanning• Vetting• Information sharing and dissemination• Command, control, & communications		
Associated Activities, Technology, and Resources: <table border="0"><tr><td style="vertical-align: top;"><ul style="list-style-type: none">• Intelligence collection• Intelligence analysis• National Targeting Center (NTC)• Air and Marine Operations Center• Northern Border Coordination Center• Threat prediction and classification</td><td style="vertical-align: top;"><ul style="list-style-type: none">• Passenger and cargo targeting• Supply chain security• International engagement• Ground sensors• Imaging systems• Biometrics• Mobile surveillance</td></tr></table>	<ul style="list-style-type: none">• Intelligence collection• Intelligence analysis• National Targeting Center (NTC)• Air and Marine Operations Center• Northern Border Coordination Center• Threat prediction and classification	<ul style="list-style-type: none">• Passenger and cargo targeting• Supply chain security• International engagement• Ground sensors• Imaging systems• Biometrics• Mobile surveillance
<ul style="list-style-type: none">• Intelligence collection• Intelligence analysis• National Targeting Center (NTC)• Air and Marine Operations Center• Northern Border Coordination Center• Threat prediction and classification	<ul style="list-style-type: none">• Passenger and cargo targeting• Supply chain security• International engagement• Ground sensors• Imaging systems• Biometrics• Mobile surveillance	
FY 2018 – 2020 Milestones: <ul style="list-style-type: none">• Establish a cohesive CBP Intelligence Enterprise to foster and maintain a cohesive understanding of the dynamic threat environment.• Develop a CBP Intelligence Enterprise Doctrine to govern and outline how CBP collects, analyzes, and disseminates intelligence.• Establish a repeatable and standardized process for developing CBP's Priority Intelligence Requirements.• Improve capabilities to maintain and improve situational awareness that better enable CBP to gain and maintain OPCON.		

- Identify and implement solutions to advance trade, analytical and system capabilities to enable intelligent and secure trade enforcement.

Objective 2: Advance risk management in decision-making

Intended Outcome: Promote CBP's risk-based approach that identifies and evaluates threats, enabling CBP to identify the appropriate mix of capabilities and resources to achieve the highest possible levels of border security in all border environments.

Key Capabilities:

- Domain awareness
- Analysis
- Planning
- Information sharing and dissemination

Associated Activities, Technology, and Resources:

- | | |
|--|--|
| <ul style="list-style-type: none">• Enterprise risk management• Data Analysis• Intelligence collection and analysis• Collaboration with partners• Performance management | <ul style="list-style-type: none">• Acquisition management• Planning, programming, budget, and accountability business process• Investment analysis and portfolio management |
|--|--|

FY 2018 – 2020 Milestones:

- Maximize the use of information and intelligence to analyze risk, prioritize threats, and anticipate emerging trends.
- Enhance law enforcement operations that are risk-informed, intelligence-driven, and integrated with domestic and international partners.
- Advance the National Vetting Center (NVC) to support intelligence-driven decision making.
- Develop risk assessment tools to expand identification of individuals and entities that have a nexus to illicit financing and terrorism-related activities.

Objective 3: Identify and counter criminal and terrorist organizations and networks

Intended Outcome: Strengthen CBP's counter-network approach across all aspects of CBP's mission set to attack and disrupt criminal and terrorist networks

Key Capabilities:

- Domain awareness
- Analysis
- Risk assessment
- Vetting
- Screening and scanning
- Information sharing and dissemination

Associated Activities, Technology, and Resources:

- NVC
- Targeting
- Counter-network operations
- NTC
- Operational and tactical risk management
- Network and data analysis
- Intelligence collection and analysis
- Collaboration with federal, state, local, international, and private-sector partners
- Trade and travel intelligence
- Information sharing
- Joint operations
- Capacity building

FY 2018 – 2020 Milestones:

- Advance initiatives, programs, and systems to protect the Homeland from terrorists and their weapons.
- Engage partners to enhance vetting, address migration flows in the Western Hemisphere, and lead efforts to enhance screening and vetting capabilities that can serve the entire U.S. Government, including the development of a National Vetting Center.
- Emphasize collaborative counter network operations at the national, Joint Task Force-Investigations, and corridor level.
- Protect our Nation's economy by targeting evasive trade practices, intellectual property rights violators, and the use of forced labor in supply chains.
- Advance CBP's ability to identify travelers positively and efficiently through the use of biometric entry/exit solutions that simplify entry and enhance security.
- Advance the NVC to provide scalable, consistent, targeted, and person-centric vetting across international traveler and immigration populations.

B. Goal 2: Strengthen enforcement operations at the border

Objective 1: Expand operational readiness

Intended Outcome: Strengthen CBP's ability to apply trained personnel and required equipment at the right time to the entire range of the CBP mission.

Key Capabilities:

- Planning
- Mission support
- Domain awareness
- Resource management

Associated Activities, Technology, and Resources:

- | | |
|--|---|
| <ul style="list-style-type: none">• Workforce and mission support modelling• Capability gap analysis• Operational and tactical risk management• Requirement development | <ul style="list-style-type: none">• Resource management, modeling, and optimization• Performance management• Business process optimization• Automation |
|--|---|

FY 2018 – 2020 Milestones:

- Deploy proven surveillance technologies while pursuing innovative enablers such as small unmanned aerial systems (UAS) to support operators in the field.
- Develop Hiring & Recruiting Strategies for frontline and non-frontline personnel.
- Hire law enforcement and mission support personnel to meet mission requirements and requirements of Executive Order 13767.
- Conduct threat assessments and prioritize operations to achieve OPCON in high-risk areas.
- Ensure appropriate number of auditors and other trade enforcement personnel to enable intelligent trade enforcement.
- Conduct risk-informed, intelligence-driven operational planning to inform border security strategy and maximize resources for detection, interdiction and investigation.

Objective 2: Enhance impedance and denial of illegal border crossings

Intended Outcome: Delay and prevent illegal border crossings through achieving high levels of OPCON in the land border environment between the ports and high levels of enforcement at the POEs.

Key Capabilities:

- | | |
|---|---|
| <ul style="list-style-type: none">• Impedance• Denial• Consequence delivery• Risk assessment | <ul style="list-style-type: none">• Screening• Scanning• Adjudication |
|---|---|

Associated activities, Technology, and Resources:

- Ongoing requirements development and refinement for border barrier and associated technology
- Construction of border barrier and deployment of border security technology
- Hire agents and officers
- Modernize systems and technology at and between POEs
- Trade enforcement
- Travel enforcement

FY 2018 – 2020 Milestones:

- Implement and baseline OPCON across all USBP Sectors through informed application of agility and enhanced capabilities to impede or deny illegal border crossings and apply appropriate law enforcement responses.
- Develop improved processes to detect and interdict illicit opioids and other narcotics entering the country through International Mail Branches and Express Consignment Operations.
- Construct border wall and additional barriers as appropriate that are supported by technology and access roads in high-priority and high-threat locations.

• (b) (7)(E)

Objective 3: Ensure agility for appropriate and timely law enforcement responses

Intended Outcome: Strengthen mobile and rapid interdiction capabilities along with effective, modern tactical communications infrastructure to enable an appropriate and timely law enforcement response.

Key Capabilities:

- Command, control, & communications
- Interdiction
- Holding and processing
- Adjudication
- Surveillance

Associated Activities, Technology, and Resources:

- | | |
|--|---|
| <ul style="list-style-type: none">• Land access• Officer and agent safety• Stage equipment and resources | <ul style="list-style-type: none">• Hire law enforcement personnel• Workforce modeling• Modernize facilities, systems, and assets |
|--|---|

FY 2018 – 2020 Milestones:

- Modernize aircraft, vessels, and domain awareness capabilities.
- Upgrade field technology assets, including mobile video surveillance systems, imaging equipment, and basic agent equipment, to support improved situational awareness, rapid response, and agent safety.
- Integrate outbound enforcement capabilities that coordinate verification of outbound travelers with U.S. law enforcement and intelligence communities for violations and support strengthened outbound enforcement.

C. Goal 3: Lead a resilient network of border enforcement capabilities

Objective 1: Expand information- and intelligence-sharing partnerships

Intended Outcome: Enable CBP to take a proactive enforcement posture and support effective border management.

Key Capabilities:

- Information sharing
- Intelligence
- International engagement
- Risk assessments

Associated Activities, Technology, and Resources:

- | | |
|--|---|
| <ul style="list-style-type: none">• Joint Security Program• Automated Targeting System-Global• Risk management• Intelligence and information sharing• Intelligence and data analysis• Integrated intelligence enterprise• Collaboration and coordination with partners | <ul style="list-style-type: none">• Develop a common platform to ensure timely access to intelligence information in a centralized repository• Intelligence training |
|--|---|

FY 2018 – 2020 Milestones:

- Advance CBP relationships with key partners to strengthen data-exchange efforts such as the Joint Security Program and Automated Targeting System-Global.
- Deploy short-term initiatives and develop capabilities for data sharing with domestic and foreign partners to improve vetting quality and address current information gaps.

Objective 2: Increase ability to address border security risks as early as possible

Intended Outcome: Stop threats effectively before they reach U.S. borders.

Key Capabilities:

- Information sharing
- Risk assessments
- Analysis
- International engagement

Associated Activities, Technology, and Resources:

- Coordinate internationally
- Joint operations
- Deploy CBP staff and assets overseas
- Intercept and deters illicit activity
- Coordinate resources with partners
- Coordinate with Canada and Mexico

FY 2018 – 2020 Milestones:

- Develop integrated approaches to current and evolving threats via collaboration with partners to develop a comprehensive understanding of the threat environment.
- Coordinate between the United States and Mexico and Central American partners to support strengthened border security and continued expansion of travel enforcement through preclearance operations.

Objective 3: Strengthen coordinated border enforcement globally

Intended Outcome: Lead a more resilient global network of border security capabilities

Key Capabilities:

- International engagement
- Joint operational planning

Associated Activities, Technology, and Resources:

- Technical assistance
- Training
- Capacity building

FY 2018 – 2020 Milestones:

- Strengthen interagency and international partnership to support joint operations across regions of the Western Hemisphere to interdict the trafficking of narcotics and illicit goods.

IV. Border Security Initiatives and Implementation Plans

Pursuant to the legislative language directing submission of this document, the following section identifies planned initiatives and projects “for improving security along the borders of the United States, including the use of personnel, fencing, other forms of tactical infrastructure, and technology.” These initiatives and projects are based on the initiatives identified in the 2017 BSIP, and are updated on the basis of changes in the threat environment and an assessment of CBP’s ability to achieve the goals and objectives described in Section III.

The following investment initiatives represent the current requirements that CBP has identified and is working to implement within current funding. Ongoing evaluation of these and future investment opportunities is a necessary element in the process of continuously improving border security. CBP is executing deliberative acquisition programs in accordance with DHS Management Directive 102-01. The acquisition process includes a disciplined approach that ensures the clear definition of requirements and a rigorous assessment of options and means to meet those requirements. The process also breaks down the acquisition progress into stages allowing for approval (or disapproval, as appropriate) of procurement recommendations and close oversight of the execution of contracts and the deployment of infrastructure and technology. CBP also conducts its operational requirements work in accordance with DHS “Joint Requirements Integration Management System,” policy D107-01.

Most of the identified initiatives are being implemented concurrently with enacted FY 2018 appropriations, with others to be funded potentially in FY 2019 or in future years. Taken together, these projects represent CBP’s current program for ensuring comprehensive border security. Actual funding amounts for FYs 2019-2027 are yet to be determined and will be addressed in future budget cycles.

Consistent with CBP’s multipronged approach, the projects are presented using the following categories: Between the POEs, At the POEs, and Beyond the Borders. An additional initiative is listed in an enterprise-wide category because it would benefit all areas of border security. A summary listing of proposed or in-process investment initiatives follows.

FY 2018 BSIP Initiatives			
	FY 2018 Request	FY 2018 Enacted	FY 2019 Request
Between the POEs			
Personnel			
1. USBP Agents and Related Mission Support Personnel	\$164.6M	\$24.6M	\$164.3M
2. USBP Agent Relocations	\$11.0M	\$21.0M	\$45.1M
3. Air and Marine Operations (AMO)	\$23.2M	\$0	\$0

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FY 2018 BSIP Initiatives			
	FY 2018 Request	FY 2018 Enacted	FY 2019 Request
Enforcement and Related Support Personnel			
Facilities, Equipment, and Technology			
4. USBP Facilities Modernization and Expansion	\$45.0M (Brown Field Border Patrol Station (BPS))	\$45.0M (Brown Field Border Patrol Station (BPS))	\$33.4M (Freer BPS)
5. USBP Facilities Maintenance and Construction (IT Management)	\$7.6M	\$4.5M	\$4.5M
6. AMO Facilities Maintenance & Repairs	\$28.7M	\$27.8M	\$27.9M
7. USBP Field Mobility: Vehicles, Boats, and Transportation	Vehicles: \$73.2M	Vehicles: \$93.2M	Vehicles: \$81.9M
	Airboats \$0.9M	Airboats \$0.9M	
	Transportation \$45.2M	Transportation \$45.2M	Transportation \$45.2M
8. Tactical Air, Land, & Marine Enterprise Communications	\$54.1M	\$54.1M	\$48.9M
9. Border Patrol Enforcement System (BPES)	BPES: \$34.9M	BPES: \$37.9M	BPES: \$44.9M
	Unattended Ground Sensors (UGS) O&S: \$3.2M UGS PC&I: \$20.0M	UGS O&S: \$3.2M UGS PC&I: \$20M	UGS O&S: \$6.8M UGS PC&I: \$0
10. Integrated Fixed Towers (IFT) and Block 1	IFT O&S: \$22.4M IFT PC&I: \$17.4M	IFT O&S: \$12.6M IFT PC&I: \$39.2M	IFT O&S: \$22.0M IFT PC&I: \$2.0M
	Block 1 O&S: \$13.3M	Block 1 O&S: \$13.3M	Block 1 O&S: \$12.8M
11. Mobile Video Surveillance Systems (MVSS)	O&S: \$3.2M PC&I: \$1.6M	PC&I: \$46.8M	O&S: \$13.4M PC&I: \$1.6M
12. Remote Video Surveillance Systems (RVSS)	SWB RVSS O&S: \$20.0M PC&I: \$46.2M	SWB RVSS O&S: \$20.0M PC&I: \$87.2M	SWB RVSS O&S: \$27.4M PC&I: \$43.7M
	Northern Border RVSS: O&S: \$8.0M	Northern Border RVSS: O&S: \$8.0M PC&I: \$7.0M	Northern Border RVSS: O&S: \$8.1M

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FY 2018 BSIP Initiatives			
	FY 2018 Request	FY 2018 Enacted	FY 2019 Request
13. Linear Ground Detection System (LGDS)	O&S: \$0.5M PC&I: \$16.0M	O&S: \$0.5M PC&I: \$16.0M	O&S: \$1.0M
14. Maritime Detection Project (MDP)	PC&I: \$0.0M	O&S: \$2.4M PC&I: \$9.0M	O&S: \$2.9M
15. California Coastal Surveillance (CCS)	O&S: \$1.0M	O&S: \$1.9M	O&S: \$1.4M
16. USBP Mobile Surveillance Capability	O&S: \$16.2M	O&S: 16.2M PC&I: \$8.0M	O&S: \$17.4M PC&I: \$0.0M
17. USBP Tactical Aerostats	\$34.6M	O&S: \$32.1M PC&I: \$2.7M	O&S: \$44.0M PC&I: \$0
18. USBP Handheld Surveillance Equipment	\$0	PC&I: \$3.0M	\$0
19. Cross Border Tunnel Threat (CBTT) Program	PC&I: \$9M	PC&I: \$42.0M	\$0
20. AMO Fortify DHC-8 Fleet	PC&I: \$13.3M	PC&I: \$13.3M	\$0
21. AMO Fortify Multi-Role Enforcement Aircraft (MEA) Fleet	PC&I: \$55.5M	PC&I: \$77.5M	PC&I: \$56.7M
22. AMO Fortify Air and Marine Fleet	O&S: \$18.1M PC&I: \$93.1M	O&S: \$18.1M PC&I: \$117.8M	O&S: \$7.9M PC&I: \$22.8M
23. AMO Unmanned Aircraft System (UAS) Acquisition & Expansion	\$0	O&S: \$15.0M	\$0
24. AMO Fortify P-3 Aircraft Fleet	\$0	\$0	\$13.6M
25. AMO Minotaur Implementation	\$0	\$0	\$0
26. AMOC System Upgrades	\$0.9M	\$0.9M	\$0
27. AMO Federal Aviation Administration Next Generation	PC&I: \$3.3M	PC&I: \$3.3M	PC&I: \$3.7M
28. AMO Tasking, Operations, & Management Information System (TOMIS)	\$3.8M	\$3.8M	\$3.8M
29. USBP Small UAS	\$2.5M	O&S: \$12.5M PC&I: \$10M	\$0

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